

INDIANA'S HIGHWAY NEEDS STUDY

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NO. 35

Joint
Highway
Research
Project

PURDUE UNIVERSITY
LAFAYETTE INDIANA

by

D.O. Covault

TECHNICAL PAPER
"INDIANA'S HIGHWAY NEEDS STUDY"

TO: K. B. Woods, Director
Joint Highway Research Project

FROM: H. L. Michael, Assistant Director

December 18, 1957

File: 3-3-20
Project C-36-54T

Attached is a technical paper entitled, "Indiana's Highway Needs Study," by D. O. Covault, Research Engineer on our staff. This paper will be presented at the 37th Annual Meeting of the Highway Research Board in Washington, D. C. in January, 1958.

The paper summarizes the planning and procedures utilized for the Indiana Highway Needs Study. It also includes the major findings of the study and discusses the needs found.

The paper is presented for the record.

Respectfully submitted,

Harold L. Michael

Harold L. Michael, Assistant Director
Joint Highway Research Project

HLM:hgb

Attachment

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D. O. Covault
Research Engineer

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File: 3-3-20
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Purdue University
Lafayette, Indiana

December 18, 1957

A very faint, blurry background image of a landscape, possibly a highway or river scene with a bridge and trees.

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For many years the Joint Highway Research Project of Purdue University has conducted research in various phases of highway engineering in cooperation with the Indiana State Highway Department. Research has been conducted in many areas of highway materials and traffic and planning during this time. In the summer of 1954, the Research Project was directed to make a study of the needs of the 98,000 miles of roads and streets in Indiana (See Figure 1). It was evident to many people that a great many inadequacies and deficiencies existed in the highway facilities, but it was necessary to have definite information about the specific needs in order to intelligently solve the resulting complex engineering and fiscal problems. Generally, the efforts of the early planning of the work were directed to the solution of the following problems:

1. What are the physical needs?
2. How much will correction of the needs cost?
3. What is the relation of the cost required to eliminate the needs with anticipated sources of income for highway improvement?

The final objective in answering these three basic questions was to develop information that would assist highway and legislative personnel provide an adequate, efficient, and economical highway system in Indiana.

No attempt was made to solve the financial problems which a study of this nature would reveal. The research was confined primarily to an engineering appraisal of the physical needs and the costs required to eliminate these needs. Other questions which were related to the

determination of deficiencies and related costs, however, had to be considered. Such problems as economic services of the highway, growth trends, classification, accidents, traffic operations, length of program periods, and other problems were evaluated along with the determination of the direct needs.

Collecting Data

During the early fall of 1954 and winter of 1955, a complete physical inventory of the 10700 miles comprising the State Highway System was made by State Highway Department personnel. Each of the six highway districts could readily supply the necessary personnel to rapidly complete this inventory within a few months because of the "slack season" between the 1954 and 1955 construction seasons. By the last spring of 1955, all inventories were substantially finished.

The actual procedures and techniques for making the inventory were developed by the Research Project. Essentially the information that was required can be broken down into three general categories:

1. Road or street information
2. Bridge information
3. Railroad crossing information

The road information that was collected is indicated by Figures 2, 3, and 4; bridge information by Figure 5; and railroad crossing information by Figure 6. Actually, a great deal more information was collected than was absolutely required for the performance of a needs study. However, this additional information was collected for a definite purpose. For instance, data concerning roadside development

of various types can be used to help determine the service characteristics of the highway and some of the effects of roadside development on the movement of traffic. Sufficiency ratings for the rural highways were also computed from some of the information, which was not directly involved in the needs appraisal.

Traffic data for each section of highway were placed on the inventory information. Accident rates per 100 million vehicle miles, were computed from accident records obtained from the State Police Department and traffic data for the particular section of road. This information was also added to the inventory data.

It was not possible to make extensive inventories of the study and city and county systems; and, therefore, other sources of data were used to develop and evaluate the needs on these systems.

Procedure of Analysis of Data

Before actual study of the data was started, a thorough evaluation of growth trends of population, motor vehicle registration, motor vehicles use, motor fuel consumption, and traffic growth was undertaken. The resulting traffic growth curve for the State Highway System is indicated in Figure 7. The upper line indicates the maximum possible growth of traffic, and the lower line indicates its probable average growth. The lower line was computed on the basis of the "least squares method" derived from the extention on past traffic data. The upper line was computed by the "three factor method" which considered the growth of population, motor fuel consumption, and motor vehicle registration.

Development of tolerable and design standards required much thought and work. Many meetings with the State Highway Department and other qualified engineers were necessary to produce an acceptable set of standards for new construction and tolerable conditions. Development of standards for the rural state and county systems was comparatively easy; however, it was not possible to develop a formal set of standards for the urban state highways and city streets because of the complexities of the transportation problem in a great many of these areas. Typical examples comparing some of the elements of tolerable and design standards for the rural state primary and secondary and county primary systems are indicated in Figures 8 and 9.

Construction cost data for the State Highway System were based on state-wide average costs for various types of highway improvement. These costs were obtained through the cooperation of the State Highway Department and, therefore, accurate, usable data was determined. The development of existing costs of maintenance and the costs of adequate maintenance was also accomplished by this organization. Development of cost data for the county road and city street systems, however, was indeed difficult. Cost records were virtually non-existent in many of the smaller cities and many of the counties. It was necessary, therefore, to base most of these costs upon estimation and expert judgement.

Since the inventory was to serve the multiple purpose of providing statistical information for other uses than a Needs Study, it was decided to place all of the information on IBM punch cards. The punch cards also provided the most efficient and quick means of analysis of the multitude of data which was necessary to process.

Two cards were punched for each highway section containing all pertinent road information. A card was also punched for each bridge and railroad crossing which was contained in the highway section. Additional information, which could not be taken by the inventory crews, such as traffic capacity, accident rate, and soil type was also determined and punched into the cards.

Work sheets for each section of road, and the bridge and railroad crossing, which were located in the section were tabulated as indicated in Figure 10. Existing deficiencies were indicated on the work sheets as well as anticipated future deficiencies. The year of needed improvement was then determined and construction recommendations were made. The cost of the improvement was then determined based on average construction costs previously determined.

Needs on the Interstate System were not determined in this manner since the State Highway Department had nearly 50% of proposed Interstate System in the final stages of the preliminary design. Costs that were developed for rural and urban portions of this work were used to determine the entire cost of the system.

Some of the needs on the Urban State Highways in the larger metropolitan areas were developed on the basis of recommendations given in several of the recent comprehensive traffic surveys which have been conducted in Indiana and long range city plans. The city planner was found to be an essential individual in the determination of urban needs. His knowledge of urban growth is a particular community greatly influenced the determination of arterials streets and the traffic flows on these streets. Therefore, long range city plans were used extensively in those cities where such information was developed.

It was impossible to inventory each mile of the 87,300 miles of county roads and city streets because of time, financial and staff limitations. Furthermore, the available records of construction and plans for county road and city street improvement were found to be inadequate. Useable cost information in most of the counties and smaller and intermediate size cities was also difficult to locate. In fact, this very lack of information indicated one of the major needs on the county and city road systems, even though these needs cannot be directly evaluated in terms of dollars and cents.

To help solve the problem of lack of adequate data, it was decided to use any available information concerning the city and county systems which was accessible. Since most of the county road and city street system were not classified, the difficulty of this problem was increased.

Therefore, the first step was to classify the 76,000 miles of county roads into Primary, Secondary, and Local road systems. Data from recent road classification studies that were performed in two Indiana Counties and other road classification data available from studies made elsewhere indicated that 13 percent of the total county mileage was located on the Primary system and 12 percent was located on the Secondary system.

Various composite estimates of the dollar needs required on the Primary, Secondary and Local road systems were determined from the information available in these two counties and from a study of county road needs in adjoining states as reported in their recent needs studies.

To classify the 11,300 miles of city streets which were located

on the arterial and residential systems, the total mileage on these systems were determined from a sample of cities of various population classes. From this study it was determined that an overall average of approximately 25 percent of the city street mileage was located on the Arterial system and the remaining 75 percent on the residential system.

Composite needs on these two systems were then determined from various engineering studies made previously of several cities in Indiana and from recent needs studies performed in adjacent states.

Construction of residential streets in new subdivision development in both the counties and cities were not considered as a highway needs since laws in these governmental units required that these roads and streets be constructed by the land developer or property owner to standards which meet the minimum design requirements for this study. Increased maintenance needs, however, were considered because of the growth of mileage on these systems.

Although the county road and city street needs were determined from data which are not as objective as that for the state highway system, the needs were based on the best available information and are considered to be realistic and adequate.

SUMMARY OF RESULTS

Description of Needs, Program Period, and Price Adjustment

Some of the preliminary tabulation of data from the inventory information revealed that the needs on the Indiana System of highways would be great. Inadequate pavement and shoulder widths, inadequate

traffic capacity on the major systems, may narrow and overload bridges, and several other types of functional and structural obsolescence were indicated. Most of this preliminary data tentatively proved what has been known for many years - many inadequacies existed on the highway system and these deficiencies would be great. Furthermore, the needs that would accrue in the future years would create still greater problems.

The physical needs were divided into the conventional categories which have been used in previous work: immediate needs, future needs, and maintenance needs. Included in the future needs were replacement and stop-gap improvements. Maintenance needs also included the administration requirements.

A program period of 15 years was chosen for this study because of influence of the 1956 Federal Aid Highway Act and because it was thought that engineering and construction requirements could be most effectively fulfilled during such a program period. A longer or shorter program did not seem practical, and therefore, physical needs and costs were not determined for other periods of time. The estimate of costs for improvements were based on 1955 prices, and adjustments for possible future price trends were not attempted.

State System

With the exception of the toll road, very few miles of the proposed 1,100 miles of Interstate System in Indiana meet approved design standards. Nearly 932 miles of this system must be relocated in the next 15 years. Four-lane divided construction is needed on

all rural highways, and in some of the urban areas six-lane freeway construction is required. According to data developed for this study a total expenditure of \$881 million will be required on this system. These figures have been revised to \$1,058 million by the recently completed Section 108(d) study.

Needs found on Rural Primary, Secondary, and Urban Systems were also great. On the rural system over 30 percent of the existing mileage are in immediately need of improvement. During the next 15 years an additional 65 percent of the mileage will become inadequate. The complex problem of the Urban State Highways must be handled boldly and decisively since the present needs are critical. Congestion and delay are becoming more prevalent as each day passes. During the next 15 years over 350 miles of by-passes will be required around these areas. Expressway systems are needed in the state's larger cities.

The total cost of the construction work necessary eliminate the immediate and future needs on the Rural and Urban Systems is \$1781 million. Additional funds that are required for the maintenance and administration needs amount to \$354 million.

County Road System

As would be expected, the greatest needs on a cost per mile basis occurred on the Primary and Secondary systems. Generally, these roads carry traffic volumes between 100 to 1000 vehicles per day and are composed of farm to market traffic and carry milk, postal routes, and other important county traffic flows. The Local County systems consist mainly of farm access and residential access roads, with the

origin-destination of traffic being primarily of short, local trips. In order to eliminate the present and future needs over the next 15 years construction expenditures of \$372 million on the Primary and Secondary systems and \$161 million on the Local road system are required. An additional expenditure of \$458 million is required for maintenance and administration on all systems.

City Streets

The needs on the Urban State Highways are not included in this discussion, since they have been reviewed earlier on the State Highway System. During the next 15 years, it is estimated that early 41 percent of the mileage on the Arterial System and 59 percent of the mileage on the Residential System must be resurfaced or reconstructed. Nearly \$237 million is required for construction on the Arterial streets and \$207 million is required for construction of the Local streets to eliminate present and future needs. Maintenance and administration will require additional expenditure \$206 million during the 15 year period.

A summary of the average annual expenditures estimated for the state, county, and city systems for a 15-year program is presented in Figure 11. The costs for the Interstate System have been separated from the costs of the other State Systems because of its uniqueness and high cost of construction. As can be seen from the chart, the average annual cost for a 15-year program eliminate the needs on the State Rural and Urban Primary and Secondary systems is \$156 million; the Interstate, \$81 million; the county system, \$66 million; and the

city street system, \$43 million. The total estimate average annual expenditure required for all systems for 15 years is \$346 million.

Needs Versus Finances

Indiana obtains revenue for construction, maintenance, and administration of its highway system primarily from motor fuel taxes, license and registration fees, local county or city funds, and Federal Aid. In 1955 a total of \$108 million was available from these sources. With the passage of the Federal Aid Revenue Act of 1956 and a recent two-cent increase in state motor fuel taxes, a significant change has occurred in the availability of highway funds in Indiana. Estimates of revenues during the next 15 years have been developed from present growth trends and revenue policies are shown in Figure 12. It is estimated that the annual highway income will reach a peak of \$280 million by 1967, and that it will be reduced to \$250 million by 1971 because of reduction in Federal Aid due to the completion of the Interstate System.

Superimposed on the estimated income curve is a suggested curve that indicates the yearly expenditures which are required to eliminate the needs. This curve is derived by assuming that the average yearly income to eliminate the needs minus Federal-Aid will be attained in the middle of the fiscal year 1964 (1/2 of total 15 year program). The yearly state revenue is then assumed to increase at a rate of \$12 million a year from this point until the end of the fiscal year 1971, and decrease at a rate of \$12 million a year from this point until the beginning of the fiscal year 1957. The upper curve is finally obtained by adding the

anticipated Federal Aid during this program period to the required state revenues necessary to eliminate the needs

It is obvious from Figure 12 that the required needs will not be satisfied by the anticipated funds. In fact an additional 1.4 billion will be required over and above that which can be provided by present sources of revenue. Either new sources of revenue will be required or increases in old sources will be needed to fill the gap between needs and available finances.

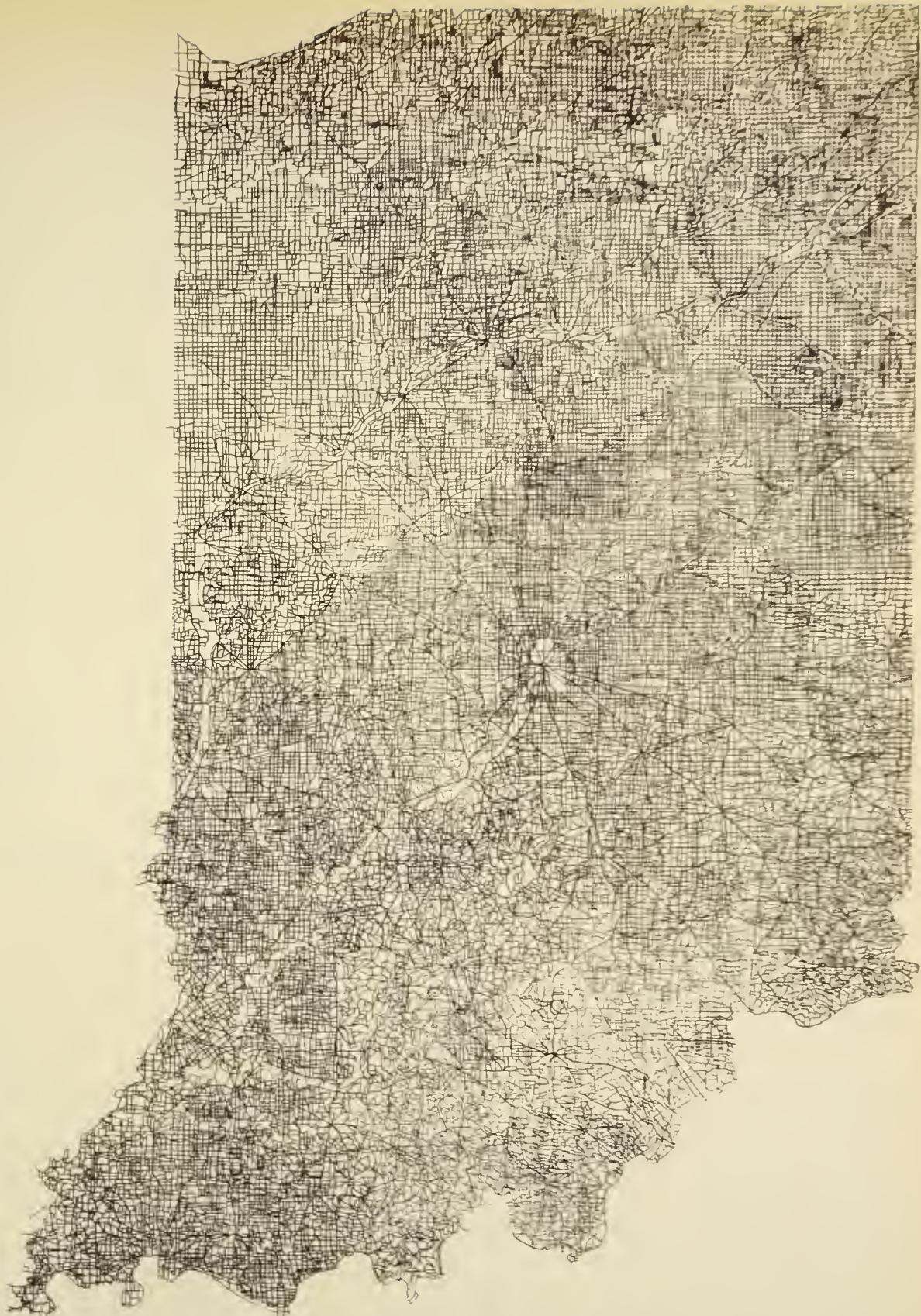
Concluding Statement

The concepts and procedures that were used on the Needs Study along with some of the results have been presented. It is difficult to determine the total impact of an adequate highway system on the general economy of the state but many benefits to the highway user and non-highway user will result.

Although not mentioned specifically in this paper, careful consideration was given to those needs which could not be measured on a monetary basis. Improve traffic operations through effective traffic engineering, wise and efficient use of off-street parking facilities, classification of roads and streets, improved cost accounting, the supply of engineer and technicians, road-classification and a number of other problems were evaluated as to the effect on the total needs problem. Having adequate funds and adequate planning to eliminate highway deficiencies is not enough to do a complete job; consideration and solutions to problems as have just been outlined must also be attained.

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**INDIANA'S
HIGHWAY PROBLEM**

FIGURE 1

GENERAL INFORMATION AND DATA SHEET

1. District _____	2. Route SR _____	3. Maint. Section _____	4. Length _____	24. Classification (Do Not Fill In)
5. County _____	6. City _____	7. Start of Section _____	8. End of Section _____	ADT _____ DHV _____
9. Direction of Travel _____	10. No. of Travel Lanes _____	11. Type of Median _____	12. Width of Median _____	Capacity _____
13. System Interstate _____	14. Date _____	15. Sheet _____	16. Party Chief _____	Type of Traffic _____
Primary _____	Secondary _____	17. Union _____	18. Other Fed. Non. Fed. _____	1. 2.
19. Assistant _____	20. Sketch of Typical Cross Section _____	3. 4.	5. 6.	7. 8.
21. Sketch Plan View of Maint. Section _____	22. General Description _____	9. 10.	11. 12.	13. 14.
23. 24.	25. 26.	15. 16.	17. 18.	19. 20.
27. 28.	29. 30.	31. 32.	33. 34.	35. 36.
37. 38.	39. 40.	41. 42.	43. 44.	45. 46.
47. 48.				
25. Overall Rating _____				

FIGURE 2

RURAL STATE HIGHWAY INVENTORY DATA SHEET

FIGURE 3

FIGURE 4

URBAN STATE HIGHWAY INVENTORY DATA SHEET

1. District		2. Route SR		3. Maint. Section		4. Street of		5. Date		6. Recorder																																																																					
7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.	22.	23.	24.	25.	26.	27.	28.	29.	30.	31.	32.	33.	34.	35.	Speed																																																		
Roads		Business		Industrial		Residential		Commercial		Highways		Enterprises		Other (Exhibit)		Houses		Apartments		Hotels		Offices		Curb to Curb		Curb to Curb		Surface		Offset		Right-of-Way		Utilities in		Type		Riding Surface		Day Way Operation		Notes		Condition		Mudline		Surfacing		Faulne		Base		Riding Quality		Surface		Model		Highway		Drainage		Faulne		Surfacing		Faulne		Base		Riding Quality		Surface		Model		Speed	

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STATE HIGHWAY BRIDGE INVENTORY DATA SHEET

.18

FIGURE 5

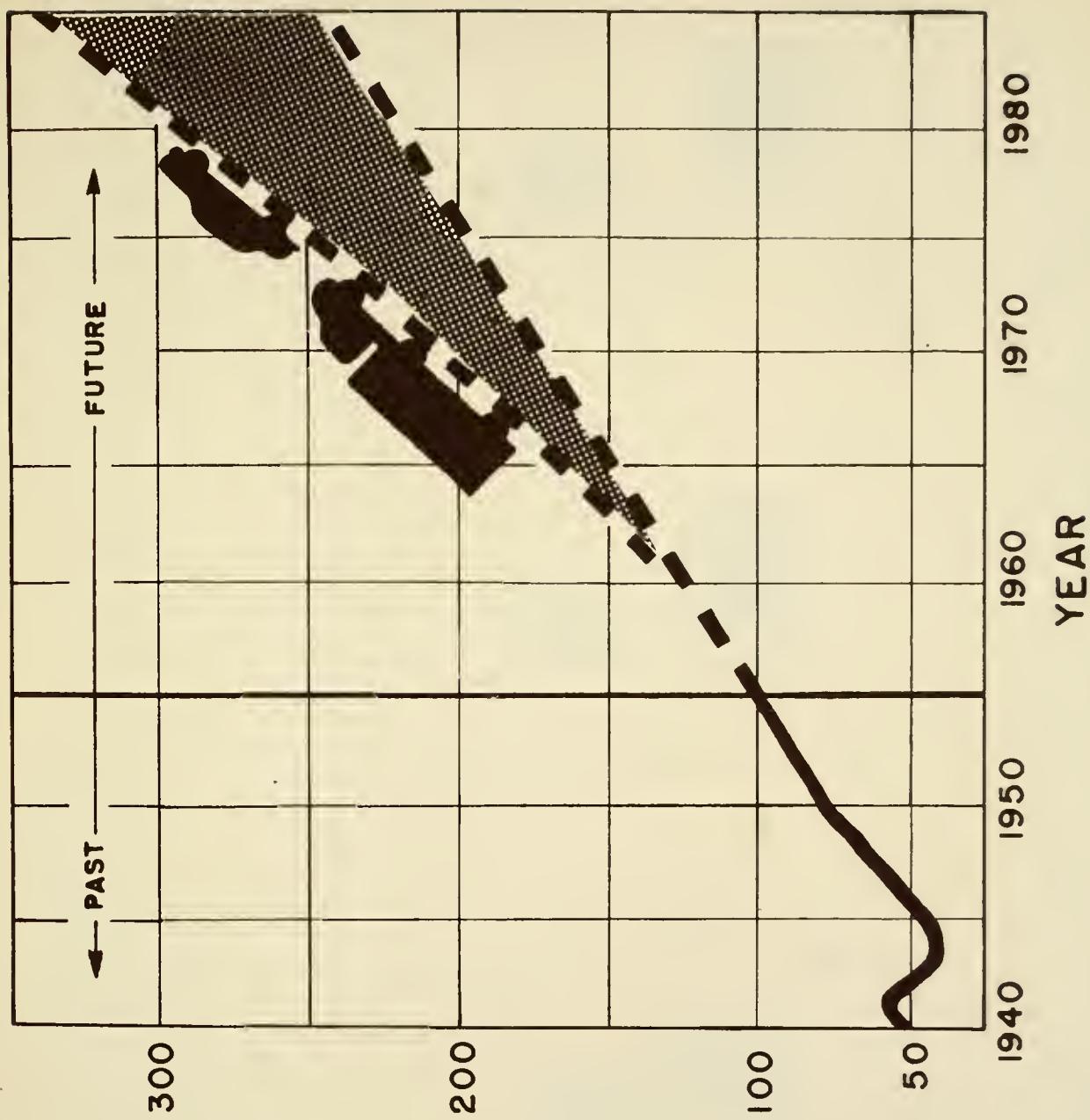
STATE HIGHWAY RAILROAD PROTECTION DATA SHEET

FIGURE 6

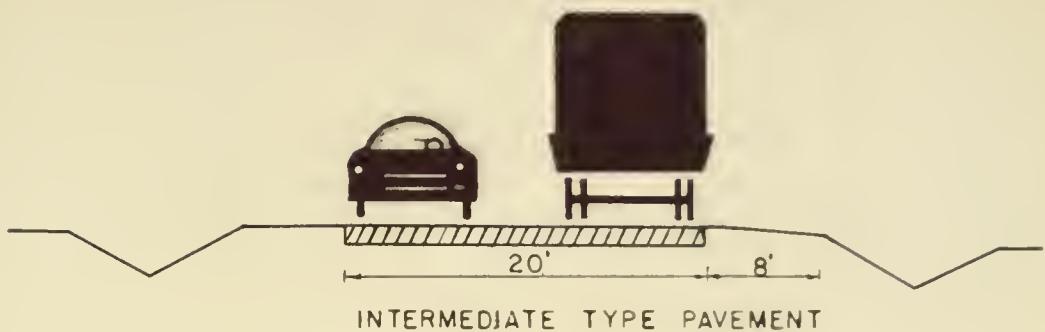
FIGURE 7

GROWTH OF TRAFFIC

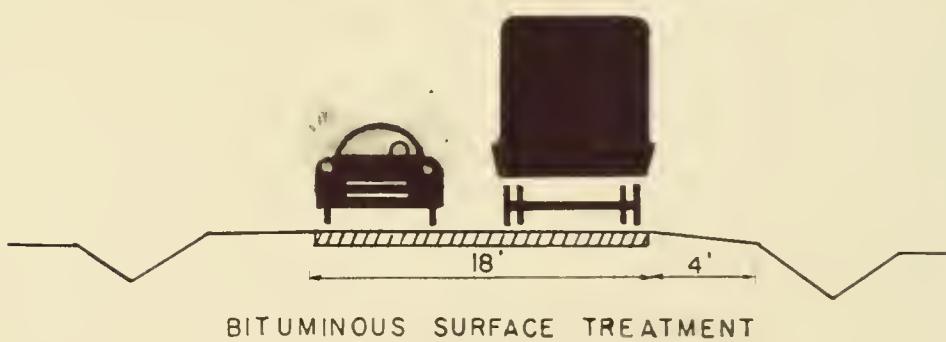
PERCENT
OF
1955
VOLUME



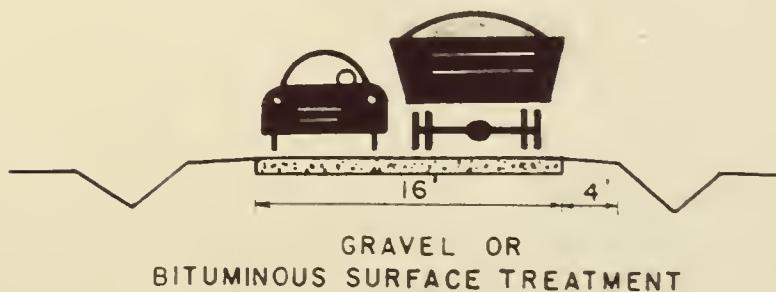
PRIMARY STATE HIGHWAYS



SECONDARY STATE HIGHWAYS



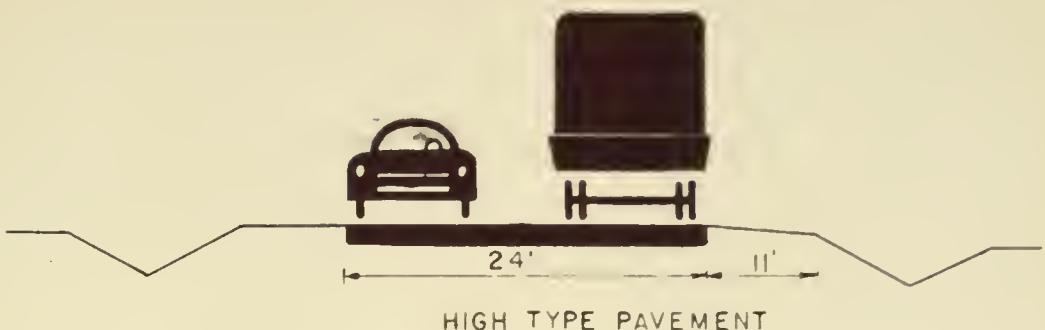
COUNTY PRIMARY ROADS



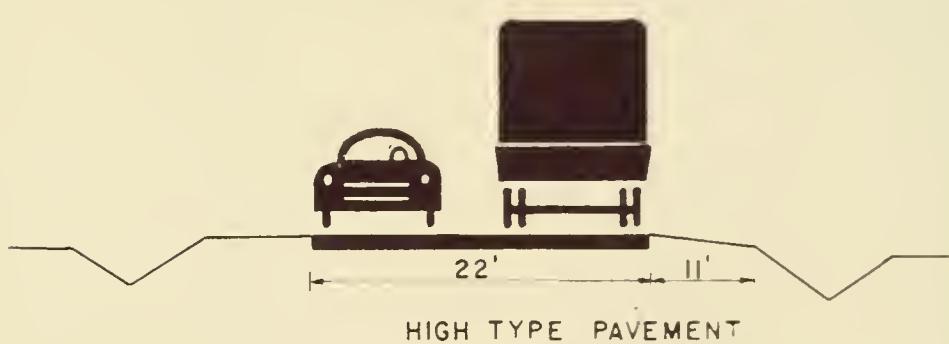
TOLERABLE STANDARDS

FIGURE 8

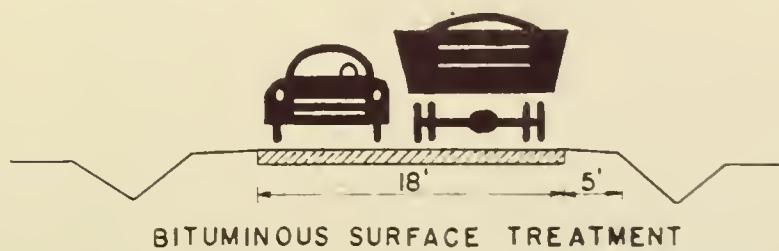
PRIMARY STATE HIGHWAYS



SECONDARY STATE HIGHWAYS



COUNTY PRIMARY ROADS



STANDARDS FOR NEW CONSTRUCTION

FIGURE 9

SAMPLE SUMMARY OF IBM TABULATIONS

HIGHWAY INFORMATION

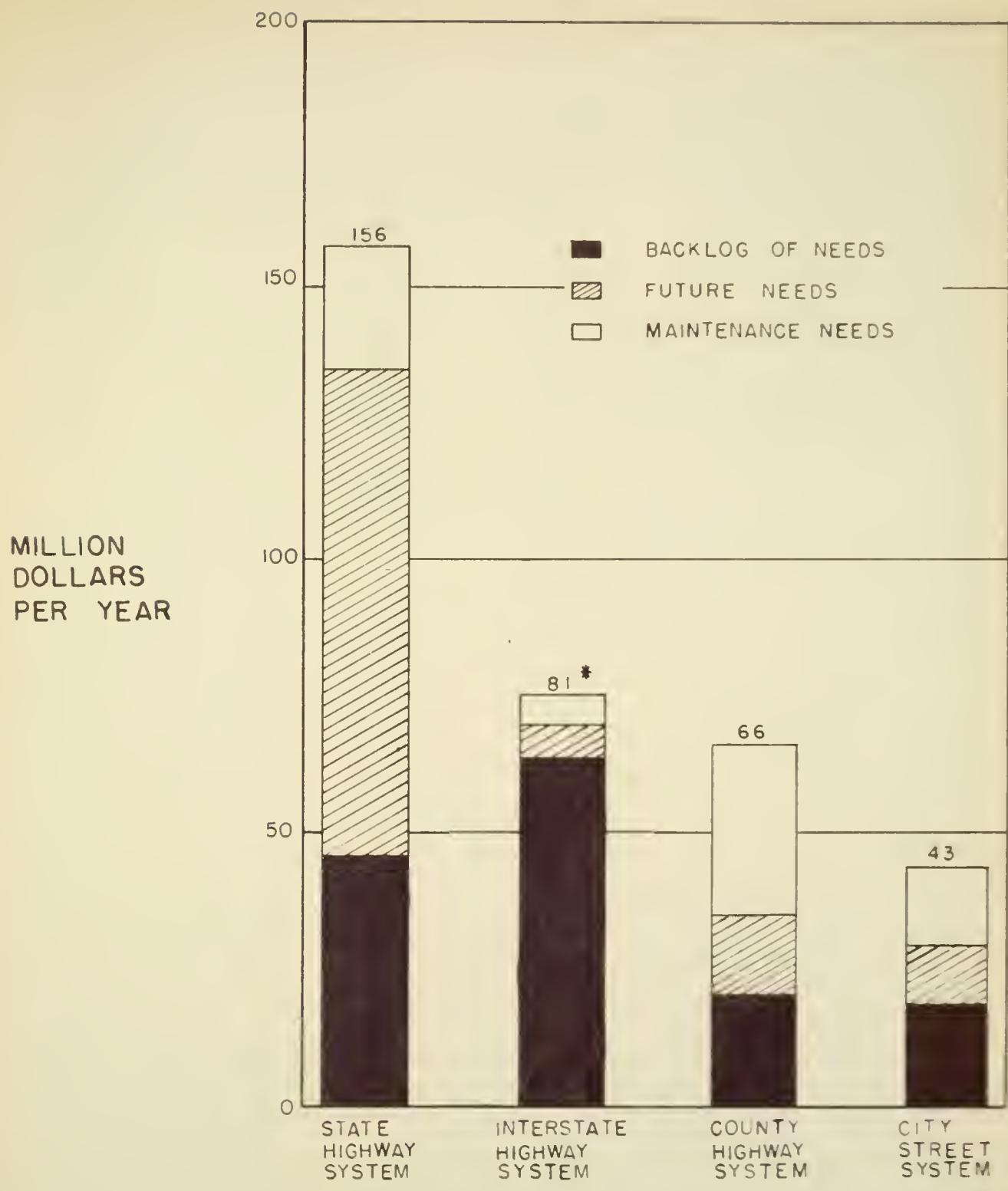
ROUTE NUMBER	MAINTENANCE SECTION LETTER	HIGHWAY DISTRICT NUMBER	SUBSECTION NUMBER	LENGTH (MILES)	PAVEMENT WIDTH (FEET)	ACCIDENT RATE (NO ACCIDENTS PER 100,000 VEHICLE MILES)	CAPACITY (VEHICLES PER DAY)	PASS TRAFFIC (VEHICLES PER DAY)	SOIL TYPE	FLEXIBLE PAVE MILE (INCHES)	THICKNESS (INCHES)	TOTAL THICKNESS (INCHES)	YEAR OF MAJOR CONSTRUCTION (W/P CONSTRUCTION)	YEAR OF SURFACE CONSTRUCTION (W/P CONSTRUCTION)	SHOULDER WIDTH (FEET)	CURVE GRADE	RIGHT-OF-WAY (FEET)	TOPOGRAPHY	YEAR CONSTRUCTION REDED	TYPE OF CONSTRUCTION NEEDED		
US 41	K-1	1	CRAWFORDSVILLE	2.5	25	181	1,500	15,200	SAND	ASPHALT	FLEXIBLE	2.5	2	UNKNOWN	1940	MEDIUM(5%)	0.32	70	FLAT	1955		
US 41	K-2	1	CRAWFORDSVILLE	0.5	24	181	650	12,400	SAND	ASPHALT	FLEXIBLE	2.5	9	1924	1940	MEDIUM(5%)	0.3%	70	FLAT	1955		
US 41	K-2	2	CRAWFORDSVILLE	5.3	23	181	4,300	1,500	SAND	CONCRETE	RIGID	9.7-9	UN/NON	1919	1924	MEDIUM(5%)	0.3%	70	FLAT	1955		
SR 43	H	1	CRAWFORDSVILLE	3.9	20	216	3,500	2,400	ALUVIUM	CONCRETE	RIGID	9.7-9	UNKNOWN	1917	1931	CRITICAL (over 20%)	II	SOME CURVES	3-62	60	ROLLING	1956
SR 43	H	2	CRAWFORDSVILLE	7.1	20	216	4,000	2,400	ALUVIUM	CONCRETE	RIGID	9.7-9	UNKNOWN	1917	1931	CRITICAL (over 20%)	II	SOME CURVES	0-3%	60	ROLLING	1956

BRIDGE INFORMATION

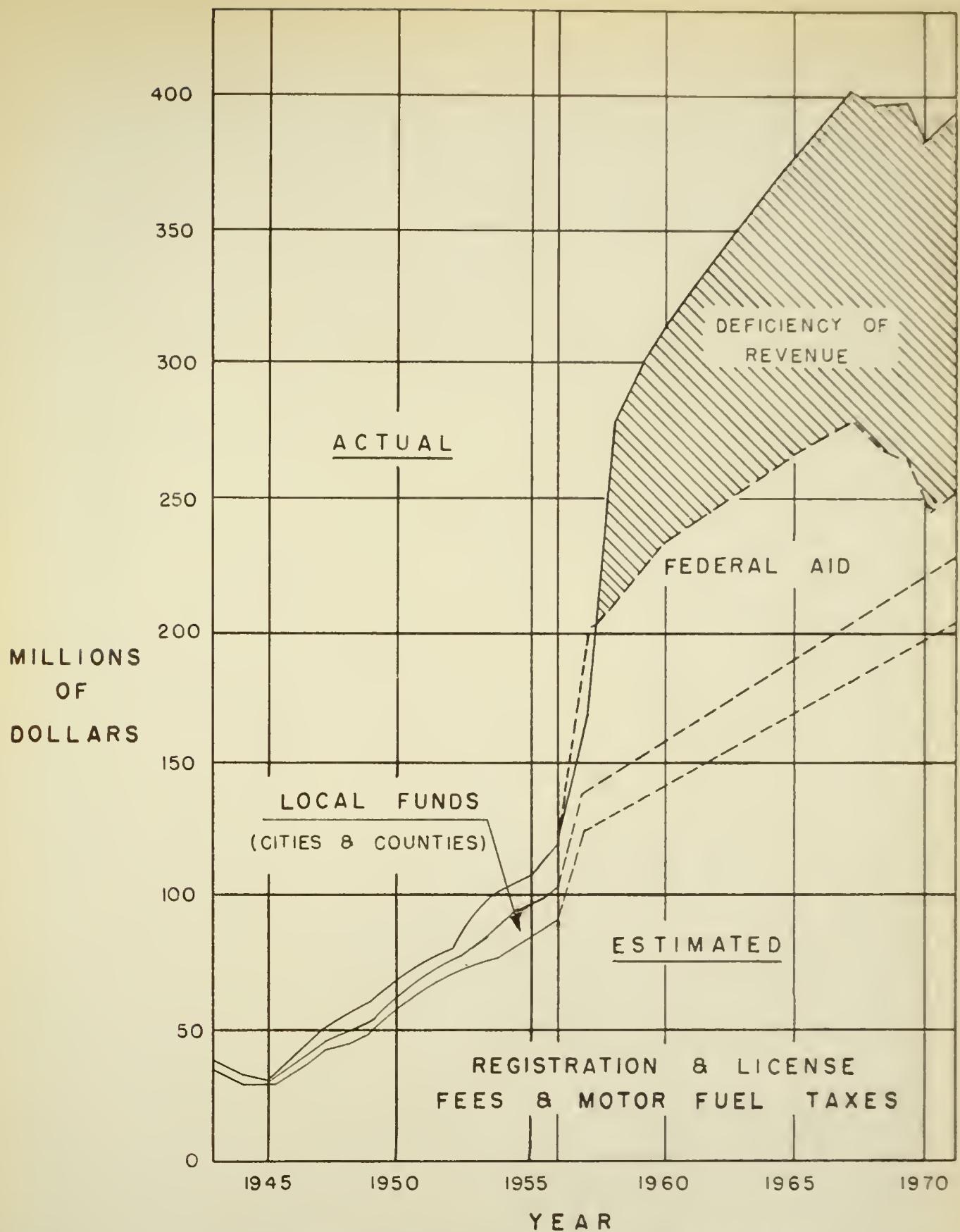
BRIDGE NUMBER	TYPE OF STRUCTURE	USE OR SERVICE WIDTH (FEET)	CLEAR LENGTH (FEET)	CLEAR WIDTH (FEET)	POSTED (CITICAL CLEARANCE) NUMBER OF SPANS (FEET)	NAME ABOVE (NAME OLD OR NEW)	STRUCTURE NEEDED	YEAR	RAILROAD NAME	TYPE OF SEPARATION	HIGHWAY CONSTRUCTION NEEDED	RAILROAD CONSTRUCTION COSTS	HIGHWAY CONSTRUCTION COSTS	RAILROAD SEPARATION OF WAY COSTS	HIGHWAY SEPARATION OF WAY COSTS	RAILROAD PROTECTION COSTS	HIGHWAY PROTECTION COSTS	RAILROAD ADMINISTRATION COSTS	
UNKNOWN	REINFORCED CONCRETE ARCH	50	105	1	20	UNKNOWN	14	29	1955	MILWAUKEE ST PAUL & PACIFIC	60,000 SIGNALS	1955	115,000 SIGNALS	1956	125,000 SIGNALS	125,000 SIGNALS	1,154,000 SIGNALS	1,154,000 SIGNALS	
GATE-11	REINFORCED STEEL ARCH	24	157	3	20	4	20	29	1955	ST PAUL & PACIFIC	13,200 SIGNALS	1956	120,000 SIGNALS	1956	25,000 SIGNALS	25,000 SIGNALS	321,000 SIGNALS	321,000 SIGNALS	
41 W 203A	REINFORCED STEEL ARCH	55	67	1	20	6	22	1	1955	ST PAUL & PACIFIC	1	1955	1,270,000 SIGNALS	1956	265,000 SIGNALS	265,000 SIGNALS	1,622,000 SIGNALS	1,622,000 SIGNALS	
																		140,000	
109	STEEL TRUSS	24	84	1	6	4	12	1956	PALESTINE	4,000 SIGNALS	1956	116,000 SIGNALS	1956	150,000 SIGNALS	1956	1,500,000 SIGNALS	1,500,000 SIGNALS	1,600,000 SIGNALS	
109	STEEL CON ARCH	24	40	1	6	5	10	1956	PALESTINE	4,000 SIGNALS	1956	116,000 SIGNALS	1956	150,000 SIGNALS	1956	1,500,000 SIGNALS	1,500,000 SIGNALS	1,600,000 SIGNALS	
PA-1	STEEL CON SUPP.	24	74	1	6	4	10	1956	PALESTINE	4,000 SIGNALS	1956	116,000 SIGNALS	1956	150,000 SIGNALS	1956	1,500,000 SIGNALS	1,500,000 SIGNALS	1,600,000 SIGNALS	

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FIGURE 10



* CORRECTED TO COSTS OBTAINED FROM SECTION 108(d) STUDY



ESTIMATED REVENUES & NEEDS
FIGURE 12

